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ABSTRACT

This paper reviews the various recommendations for improving teacher education in the United States and compares them to educational conditions in Oregon. Recommendations are made to the Oregon Teacher Standards and Practices Commission in four areas: supply of new teachers, assurance of quality of teacher candidates, induction of new teachers into the public schools, and continued competence of employed educators. Other changes may be needed in the way public schools in Oregon are financed and teachers are compensated, but no recommendations are made on reforms such as raising teachers' salaries, creating career ladders in teaching, offering merit pay, or providing loans for college students planning careers in education. Changes in these areas are outside the jurisdiction of the Commission. (Author)

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AVERTING A TEACHER CRISIS IN OREGON

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AVERTING A TEACHER CRISIS IN OREGON

by

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PREFACE

Our nation is facing a crisis in teaching. Decreasing numbers of college students are preparing to teach. Increasing numbers of teachers are retiring or leaving education. The number of school-age children is increasing. Taken together these trends will result in substantial shortages of teachers. Standards for licensing teachers may be lowered in an effort to staff public school classrooms. Unqualified persons may become the tenured teachers for an entire generation of students.

The premise of this report is such a scenario can be averted in Oregon. Conditions in Oregon are different from other regions of the nation. The Oregon Teacher Standards and Practices Commission currently has legislated authority to address many of the conditions contributing to the teacher shortage and the loss of public confidence in the quality of new teachers.

It is recommended that the Commission take immediate steps to verify that educators who are initially certified in Oregon are of high quality and to assure that career educators keep abreast of developments in their fields. Other more sweeping changes may be needed in the way public schools are financed and teachers are compensated. But raising teachers' salaries, creating career ladders in teaching, offering merit pay, and providing loans for college students planning careers in education are outside the jurisdiction of the Commission.

The changes recommended to the Commission will not be accomplished easily. There is a lack of consensus among the various segments of education on what improvements are needed. Building such consensus is essential if substantive educational reform is to be accomplished in this decade.

Reliance on consensus as the basis for reform of education has not changed much over the years. Current recommendations for improving teacher education have been developed by commissions, task forces, and distinguished panels. A similar approach to developing recommendations on educating courtiers was reported by Count Baldesar Castiglione in 1528. He stated that after dinner, but before musicians and dancers entertained the gathering, guests of

Guidobaldo di Montefeltro, Duke of Urbino, shared opinions and made recommendations on the ideal preparation for courtiers who would be employed by Italian Renaissance lords. The ladies and gentlemen of the court discussed the reasons for requiring various personal qualities and educational attainments: good character, strength, humor, loyalty, speech, writing, literature, arms, music, painting, sculpture, and dance. A high-quality education in the Sixteenth Century included both liberal arts and vocational preparation, an idea with strong appeal as we approach the Twenty-First Century.[1]

One is reminded as well of the human frailty that Castiglione attributed to old people--their tendency to praise the past and condemn the present:

> "I have often considered not without wonder whence arises a fault, which, as it is universally found among old people, may be believed to be proper and natural to them. And this is, that they nearly all praise bygone times and censor the present, inveighing against our acts and ways and everything which they in their youth did not do; affirming too that every good custom and good manner of living, every virtue, in short every thing, is always going from bad to worse."[2]

Educational conditions in Oregon are not going from bad to worse. Many indicators of the teaching profession in the 1980's are positive. SAT scores of prospective teachers are climbing. Enrollments in nearly all teacher education programs are up, and the numbers of student teachers in math and science have increased. Class sizes in public schools are lower than in neighboring states. Oregon's teacher salaries compare favorably with most Western States. Working conditions in public schools are, on the whole, acceptable. Incremental changes in requirements for teacher education and certification, such as those proposed in this report, would highlight the positive aspects of current conditions and help assure an even higher quality teaching force in the future.

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[1]Baldesar Castiglione, The Book of the Courtier, Tr. by L. E. Opdycke (Immortal Classics, 1901), p. 12.

[2]Ibid, p. 73.

INTRODUCTION

In January 1985, the Teacher Standards and Practices Commission (TSPC) organized its committees and staff to study recommendations for reform of teacher preparation and certification set forth by the Oregon Educational Coordinating Commission and the numerous national, regional and state reports on education. This paper summarizes the issues involved in such reform and explores the options TSPC may choose in improving current certification requirements and procedures.

This review of Oregon Rules for Certification began in 1982 when TSPC budgeted funds to conduct a study of preparation requirements during the 1983-85 biennium. As the Oregon Legislature was considering this budget request, in the spring of 1983, The Nation at Risk was released by the National Commission on Excellence in Education. That report stated that America's schools are experiencing a serious crisis, which, if unattended, will render the country vulnerable to industrial, commercial and military competitors.[3] The Nation at Risk stated that the current quality of teachers and teacher education is central to this crisis and reported that:

1. Not enough of the academically able students are being attracted to teaching;

2. Teacher preparation programs need substantial improvement;

3. The professional working life of teachers is on the whole unacceptable; and

4. A serious shortage of teachers exists in key fields.[4]

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[3]National Commission on Excellence in Education, The Nation at Risk (Washington, D.C.: U.S. Government Printing Office, 1983), p. 6.

[4]Ibid, p. 22.

In light of these concerns, the Oregon Legislature decided to broaden the examination of teacher certification beyond that planned by TSPC and directed the Educational Coordinating Commission (ECC) to conduct the study. ECC reported its findings and conclusions to the Legislature and TSPC in October 1984. The report recommended seven changes in Oregon certification procedures and requirements. These are paraphrased below:

1. Certification should be based upon demonstrated competence rather than credentials. Competence should be demonstrated through tests of basic skills and subject matter and through successful completion of one-year teaching residency.

2. Four levels of certification should be established -- initial, basic, standard and master teacher.

3. More opportunities should be provided for continuing professional development at the school district level. Such classes and workshops should be required for renewal of certification, and teachers should have a greater voice in determining their content.

4. Regulation of college and university teacher education programs should be reduced, and greater emphasis should be placed upon evaluating the success of their graduates. Institutions should be encouraged to develop innovative and differentiated programs for training teachers.

5. Alternate procedures should be developed for certification of college graduates not trained in approved teacher education programs and of experienced teachers from out of state.

6. Preparation required of school administrators, counselors, supervisors or school psychologists should be completed prior to issuance of the initial certificate. Further certification should be based upon successful experience and continuing professional development. Certificates for school nurses should be abolished.

7. TSPC should explore the feasibility of requiring principals to return to classroom teaching at regular intervals.[5]

Given the current requirements of Oregon Revised Statutes, Chapter 342, the recommendations of the Oregon Educational Coordinating Commission would require legislation to implement. Further funding would be required to implement the residency year. HB 2466 was introduced in the 1985 Legislative Assembly to effect such changes, but the bill was not referred out of the House Education Committee.

Since publication of The Nation at Risk, approximately 300 national, regional and state reports have been published on reform of education. Several have focused on teacher preparation and certification. The following list of titles and sponsors reveals the level of interest and concern that exists about the topic:

Titles	Sponsors
1. Quality Teacher Education: A Crisis Revisited	1. Western Interstate Commission on Higher Education
2. A Call for Change in Teacher Education	2. National Commission on Excellence in Teacher Education, funded by the American Association of Colleges for Teacher Education
3. Proceedings of Policies, Practices and Research in Teacher Education: Beyond the Looking Glass	3. Co-hosted by Research and Development Center for Teacher Education at University of Austin, The Southwest Educational Development Laboratory and The National Institute of Education (Reported in Journal of Teacher Education)
4. Beyond the Commission Reports: The Coming Crisis in Teaching	4. Rand Corporation

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[5]Oregon Educational Coordinating Commission, Teacher Training and Teacher Certification in Oregon: Some Proposals for Change (Salem, OR: OECC, 1984).

5. Teacher Preparation and Certification: The Call for Reform	5. Phi Delta Kappa Fastback
6. Staffing the Nation's Schools: A National Crisis	6. Council of Chief State School Officers
7. The Conditions of Teaching: A State-by-State Analysis	7. Carnegie Foundation for the Advancement of Teaching

The above reports contain recommendations from a wide variety of political and educational leaders. The Nation at Risk even included recommendations for parents and students. This report is limited to recommendations for the Teacher Standards and Practices Commission. These recommendations are based upon an analysis of the alternatives which the Commission has in improving teacher education and certification. They attempt to take into consideration the strengths of the existing system and the unique demographics of Oregon.

CONDITIONS NEEDING IMPROVEMENT

A long list of criticisms has been accumulated against current practices in teacher preparation and certification. Some accurately reflect current conditions in Oregon, but others do not.

- The highly educated and experienced teaching force is dwindling as older teachers retire and younger teachers leave for other occupations.[6]

  States like New Jersey expect one-half of their teaching force to retire in the next four or five years. In Oregon, the average age of

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[6]Linda Darling-Hammond, Beyond the Commission Reports: The Coming Crisis in Teaching (Santa Monica, CA: Rand Corporation, 1984) p. 1; source: School Finance and Data Information Services, State Department of Education, Salem, OR; source: Registration of Student Teachers, Teacher Standards and Practices Commission (TSPC), Salem, OR.

teachers is only 39 years old and retirements among public school educators are running about six percent per year. Current annual production of student teachers in Oregon colleges and universities is approximately equal to the number of retirees. Currently about one-half of the vacancies each year are filled with teachers from the reserve pool or from out of state.

- The teaching force is aging and opportunities for continuing professional development are inadequate.[7]

Nationally, the majority of public school teachers are entering middle age. Incentives for early retirements and reductions in staff due to declining enrollments, which fell most heavily on younger teachers, have resulted in reductions in both the oldest and youngest teachers in the system. In 1970, almost 17 percent of all teachers were under 25 years of age. Today that figure is around eight percent. In Oregon, 12 percent are under 29 years of age. In 1970, almost 14 percent of all teachers were over 55, but today the over 55 constitute only about eight percent of the total teaching force nationally and nine percent in Oregon.

Both nationally and in Oregon, opportunities for continuing professional development are quite limited. Financial assistance from districts to assist teachers to participate in continuing professional development has declined steadily in the last few years of budget cuts in Oregon.

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[7] C. Emily Feistritzer, The Condition of Teaching: A State by State Analysis (Princeton, NJ: Carnegie Foundation for the Advancement of Teaching, 1983), p. 26; source: School Finance and Data Information Services, State Department of Education, Salem, Oregon; National Association of State Directors of Teacher Education and Certification (NASDTEC), Manual on Certification and Preparation of Educational Personnel in the United States (Sacramento, CA: NASDTEC, 1984 Edition).

- Fewer talented women and minorities are entering education than in previous generations.[8]

In states that have mandated testing of any type, the number of minorities qualifying for certification has dropped sharply. Growth of minority student populations in large urban areas has resulted in predictions that by 1990 one-half of the students will be minorities, but only five percent of the teachers will be from these minorities. California reports that 52 percent of its students will be minorities in 1990. Twelve percent of their students will have limited proficiency in English (more than 525,000 students). They expect the largest increase in their proportion of students to have multiple educational disadvantages -- poverty, single parents, very young parents, uneducated parents, insufficient English skills.

Statistics on the number of degrees granted in education in the past decade show a steady decline in the number of women graduates. In Oregon, women constitute nearly two-thirds of the graduates in subject matter fields and 85 percent of those qualifying for elementary endorsements.

In Oregon the percentage of minority students is 9.7 percent and the current percent of minority teachers is 5.3 percent. The exact number of minority teachers being prepared is not known since identification of oneself as a minority is voluntary. Appropriate representation of minorities in the teaching force may be further

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[8]Darling-Hammond, Beyond the Commission Reports, pp. 8-9; Feistritzer, The Condition of Teaching, p. 83; Peter A. Garcia, A Study on Teacher Competencey Testing and Test Validity with Implications for Minorities (Edinburg, TX: Pan American University, 1985), pp. 33-37; Margaret E. Goertz and Barbara Pitcher, The Impact of NTE Use by States on Teacher Selection (Princeton, NJ: Educational Testing Service, 1985); source: School Finance and Data Information Services, State Department of Education, Salem, OR; source: Registration of Student Teachers, TSPC, Salem, OR; California Commission on the Teaching Profession, Who Will Teach Our Children? (Sacramento, CA: California Commission on the Teaching Profession, 1985), pp. 10-11.

reduced by required basic skills testing. Recruiting of minority teachers is a problem in Oregon, but it is not expected to be of the magnitude of the problem in other states.

- The number of new entrants into teaching is insufficient to meet the coming demand for new personnel.[9]

Shortages already exist in some teaching fields, especially math and science, and are expected to grow as public school enrollments increase through the 1990s. California, for example, expects to need at least 85,000 teachers by 1990 and estimates that only 50,000 will be available. If average class sizes in California, currently 24 students in elementary schools and 28 students in secondary schools, were reduced to an average of 20 students, demand could reach 144,000 teachers. California could have a shortage of 94,000 teachers just five years from now. These additional teachers are needed to accommodate an additional 450,000 students in California schools by 1990. Oregon public schools currently educate a total of 431,000 students.

In Oregon, the birth rate increased from 1973 to 1981, but has declined slowly since 1981. Public school enrollments increased slightly (about 200) in the fall of 1985 and are expected to show another slight gain in 1986 and 1987 when the peak years of the birth rate enter kindergarten and first grade. High school enrollments are projected to decline through 1992. The overall size of Oregon's population has been static during the first half of the 1980s, due to a large part to the lingering recession. Average class sizes in Oregon declined from 1972 to 1982 from 22 students to

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[9]California Commission, Who Will Teach Our Children?, pp. 10-11 and 37-38; source: Center on Population Research and Census, Portland State University, Portland, OR; Feistritzer, The Condition of Teaching, pp. 36-40; source: School Finance and Data Information Services, State Department of Education, Salem, OR; Oregon Educational Coordinating Commission (OECC), Summary of Trends and Assumptions for Planning (Salem, OR: OECC, 1985).

18 students as a result of the 10.7 percent increase in the number of teachers at the same time that enrollments dropped 6.3 percent.

In Oregon, only modest, regional shortages are anticipated. Oregon salaries are competitive with those of neighboring states and living conditions in the Northwest are attractive to teachers from out of state. A reserve pool of teachers exists throughout the Northwest and vacancies are currently being filled from that reserve pool. The reserve pool is a result of the over supply of teachers during the last decade and the reductions in force in Oregon and in neighboring states, but particularly in California following Proposition 13. After declining more than 50 percent between 1972-1982, the number of student teachers placed in Oregon has increased 12 percent in the last three years.

- Teacher salaries are below average and the purchasing power of teachers is declining.[10]

Nationally, salaries of teachers lost 12.2 percent between 1972-73 and 1982-83. Teachers in some states in New England lost more than one-fourth of their purchasing power due to inflation. Oregon's teacher salaries remain slightly above the national average. Oregon ranked fourth nationally in the percentage increase in average teacher salaries between 1972-73 and 1982-83. Oregon teachers gained 1.2 percent in purchasing power during this period.

- The most academically qualified teachers (those with high test scores and/or subject matter majors) leave teaching within a short time.[11]

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[10]Feistritzer, The Condition of Teaching, pp. 44-49; Donna H. Kerr, "Teaching Competence and Teacher Education in the United States," Teacher College Record, Spring 1983, pp. 525-552.

[11]Albert Benderson, "Teacher Competence," in Focus, (Princeton, NJ:
(Footnote Continued)

This finding is based largely on a study on those who have taken the National Teachers Examination in North Carolina and a national longitudinal study of 1972 high school graduates. No comparable data are available in Oregon. Studies of those who complete Oregon teacher education programs do indicate, however, that larger percentages of the graduates are employed as public school teachers in both the second and third years following graduation than in the first year out of college.

- There is a lack of rigor in admission to teacher education programs.[12]

National studies reveal that few applicants for admission to teacher education are flatly denied entrance into the programs. Teacher educators contend that admission requirements involve a variety of objective and subjective decision points and that many are counseled out before they have completed the application process and been formally denied admission. Data on this point are sketchy.

Oregon colleges and universities do employ a variety of measures in evaluating and selecting candidates for teaching. Typical screens include: basic skills tests, interviews, grade point averages, reports on field experiences, letters of recommendation, and autobiographic information. Conditional admission permits an applicant to continue professional preparation even if all requirements

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(Footnote Continued)
Educational Testing Serivce, 1982), pp. 14-16; Darling-Hammond, Beyond the Commission Reports, pp. 11-16; source: Registration of Student Teachers, TSPC, Salem, OR.

[12]Doyle Watts, "Admission Standards for Teacher Preparatory Programs: Time for a Change," Phi Delta Kappan, October 1980, p. 120; Erica Gosman, Quality in Teacher Education: A Crisis Revisited (Boulder, CO: Western Interstate Commission for Higher Education, 1985), pp. 8-9; Benderson, "Teacher Competence," pp. 5-6; Oregon State System of Higher Education (OSSHE), Quality Assurance in Teacher Education in the Oregon State System of Higher Education (Eugene, OR: OSSHE 1984), p. 16; source: Survey of Teacher Education Admissions Requirements, TSPC Salem, OR, 1985.

have not been met. Oregon institutions review candidates' progress prior to beginning student teaching, particularly with regard to grade point averages, passing scores on basic skills tests, and recommendations from faculty in candidates' teaching fields. Typically, a few students are denied admission to student teaching, but the data are very limited on this point as well.

- Teachers' satisfaction with education is declining, and this decline is most evident among the most qualified (highest test scores and/or subject matter majors).[13]

  This finding is based on research conducted by the Rand Corporation and various NEA polls of teachers. Data on opinions expressed by Oregonians are not available. The factors that teachers cite for

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[13]Darling-Hammond, Beyond the Commission Reports, pp. 11-16; M. D. Litt and D. C. Turk, "Stress, Dissatisfaction, and Intention to Leave Teaching in Experienced Public High School Teachers" (paper presented at the annual meeting of the American Educational Research Association, Montreal, April 1981); Albert Shanker, "In Support of Teachers: Making of a Profession," NASSP Bulletin, September 1985, pp. 93-99; Oregon Federation of Teachers (OFT), Educational Excellence in Oregon (Portland, OR; OFT, 1985), p. 4; Sharon P. Robinson, "Toward a More Desirable Profession," statement before the National Commission on Excellence in Teacher Education, Austin, TX, October 4, 1984; NEA Committee on Instruction and Professional Development, "Levels of Professional Autonomy," paper presented to NEA Board of Directors, October 4-6, 1985; Oregon Education Association (OEA), Together We Can Turn the Wheel of Excellence (Tigard, OR: OEA, N. D.), p. 8.

Recent trends in education, standardizing the curriculum, imposing minimum competency tests and holding teachers accountable for results of instructional practices over which they have little control, have increased teachers' dissatisfaction with the profession. Research on effective teaching indicates that highly prescriptive teaching policies often limit the curriculum to those subjects and types of thinking that are most easily tested. When hierarchical controls force conformity to narrowly configured objectives, teachers are less able to use creative forms of teaching to respond to varying learning styles and differing educational needs of students. Darling-Hammond reports that 45 percent of the teachers interviewed in a Rand Corporation study said they would resign from teaching if the prescriptiveness of teaching content and methods increased. The NEA, OEA, AFT, OFT and other professional organizations have issued pleas for increased individual and collective autonomy for teachers as a means to making teaching more professional and more attractive.

dissatisfaction, however, are somewhat less severe in Oregon than in some other states, i.e., large class sizes, loss of purchasing power of salaries, lack of personal safety in school buildings, inadequate supplies and textbooks, overcrowded buildings, student abuses of drugs and alcohol, lack of parental cooperation with schools, etc.

- Test scores, particularly SAT scores, are falling and teachers rank among the lowest of those high school seniors intending to go to college.[14]

  SAT scores did decline from 1972 to 1982 nationally and in 1982 prospective teachers scored 32 points below the national average on verbal and 48 points below the average on math. Prospective teachers in Oregon in 1982 scored 25 points below the national average on verbal and 47 points below the national average on math. For the past three years, however, Oregon SAT scores have increased each year. In 1984 Oregon teachers fell below the national average for all college bound seniors by only 15 points in verbal and 38 points in math. In 1985, prospective Oregon teachers fell only 13 points below the national average for all college seniors on verbal and 25 points below in math. While combined SAT scores in Oregon rose 20 points in 1985, combined scores for prospective teachers jumped 24 points.

- The least qualified will be hired as teachers and will become the tenured work force.[15]

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[14]Timothy Weaver, "The Tragedy of the Commons: The Effect of Supply and Demand on the Educational Talent Pool," ERIC Ed 204 261; Darling-Hammond, Beyond the Commission Reports, pp. 2-3; source: Oregon Department of Education, Salem, OR.

[15]Darling-Hammond, Beyond the Commission Reports, p. 16; "Teacher Education" (a special section), Phi Delta Kappan, October 1981; Teacher Standards and Practices Commission, Survey of Beginning Teachers and Their Employ in Public Schools, (Salem, OR: TSPC, 1984); Fred L. Pigge, "Teacher Education Graduates: Comparisons of Those Who Teach and Do Not Teach," Journal of Teacher Education, July-August 1985, pp. 27-28; Oregon Revised Statute 342.850.

This assumption is based on findings in the Dallas (Texas) School District where teachers who had scored poorly on the district's entrance tests were hired in preference to those with higher scores. Since teacher evaluation procedures are inadequate, less than satisfactory teachers survive the three years of probation and become members of the permanent teaching force.

Oregon personnel administrators report that the quality of teacher candidates from which they may chose is the highest in recent years. The number of candidates applying for positions in Oregon is adequate in nearly all fields to give prospective employers considerable choice in their hiring. Oregon's required evaluation system specifies that beginning teachers must be evaluated frequently while serving in probationary status. Oregon's Fair Dismissal Appeals Board provides due process for those whose performance is alleged to be unsatisfactory following granting of permanent status.

- Teacher preparation programs are lacking in rigor and relevance to the needs of teachers.[16]

Nationally, teacher education programs have been criticized as consisting of little more than helpful hints about effective classroom procedures. J. Myron Atkin has stated "It is doubtful if as many as two dozen of the 1,200 institutions who prepare teachers are maintaining programs that a bright youngster would find demanding."[17]

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[16]National Commission, The Nation at Risk, pp. 22-23; Gosman, Quality in Teacher Education, pp. 5-15; TSPC, Survey of Beginning Teachers; TSPC, "Reason for Changing Employment in the Second Year of Teaching," a report to the TSPC in July 1985; Oregon State System of Higher Education, Profile of 1983-84 Graduates of Oregon Public and Private Schools and Colleges of Education One Year After Graduation (Eugene, OR: OSSHE, 1985).

[17]J. Myron Atkin, quoted in Benderson, "Teacher Competence," p. 6.

In Oregon, the Commission conducted a study of 1981-82 and 1982-83 teacher graduates who were employed in public schools in 1983-84. Questionnaires were also sent to their employers. In general, responses to the quality and relevance of preparation were positive. A study of the employment of 1982-83 graduates in their second year of employment showed that nearly all were still employed in their original positions. Those who had changed school districts had done so largely for personal reasons. Only one person was reported by the employing district to have not been rehired due to unsatisfactory performance.

A second study of beginning teachers' opinions on the appropriateness and adequacy of their preparation was conducted on 1983-84 graduates in teacher education by the Chancellor's Office. A list of 25 competencies was developed to reflect the preparation programs that they had completed. When asked about the importance of the competencies for assignments, nearly all of the 25 were rated as "moderately important." The adequacy of their preparation was rated near the middle of the scale ranging from "fair" to "good" preparation. Subject matter courses were given ratings similar to most of the professional courses about which the candidates were asked. Only 27 percent of respondents, however, rated subject matter preparation as excellent.

- The approved program approach is inadequate to assure quality of teacher preparation.[18]

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[18]NASDTEC, Manual on Certification, Section K; TSPC, Standards for Program Approval, OAR Ch. 584, Div. 15 (Salem, OR: TSPC, 1983); Gosman, Quality in Teacher Education, pp. 29-31; Feistritzer, The Condition of Teaching, pp. 92-107; James Conant, The Education of American Teachers (New York: McGraw-Hill, 1963), pp. 19-23; New Jersey Department of Education, New Jersey's Design for Educational Excellence (Trenton, NJ: State Department of Education, 1985; Benderson, "Teacher Competence," pp. 5-8; Henry Hermanowicz, "The Present Status and Future of NCATE," Journal of Teacher Education, January-February 1978, pp. 33-37.

Site evaluations are not conducted in Montana, Michigan, Nevada, or North Dakota. Variations in standards which states employ in approving programs are substantial. Less than one-third of the institutions which prepare teachers are accredited by the National Council for Accrediting of Teacher Education. Political considerations often impinge on accreditation actions taken by institutions where teams have written negative reports. Dissatisfaction with accreditation is widespread. Many teacher education institutions are questioning the value of the costly approval processes of NCATE, and NCATE has attempted to respond with new standards and procedures.

In Oregon, new standards were developed to increase the role of practicing teachers and administrators in the accreditation process through required consortia with local districts. Consortia participate in the review of the objectives of the programs, the curricula and resources involved in them, the standards for admission of students to the programs, and the results of program evaluations. In the twelve years that the Commission has had responsibility for program approval, political pressures have not dissuaded the Commission from denying continued approval for programs that it judged inadequate. Such action has been taken involving both private and state institutions.

PROPOSALS TO ADDRESS RECENT CRITICISMS OF TEACHER PREPARATION AND CERTIFICATION

The conditions in teaching described above relate to four aspects of teacher preparation and certification: supply of teachers, assurance of quality of teacher candidates, induction of new teachers into public schools, and continued competence of employed educators. Recommendations are presented below in these areas, followed by a discussion of the factors leading to the proposals.

1. The Commission should establish policies and procedures that tend to

increase the supply of teachers from the following sources. If these supplies are maintained, no severe shortages should be experienced in Oregon in the next five to ten years.

a. The number of student teachers placed each year needs to remain constant or be permitted to rise slightly in fields with the greatest need for teachers.

b. The number of out-of-state teachers recruited to Oregon needs to be restored to 1984 levels.

c. The number of successful, experienced teachers returning to teaching from the reserve pool needs to be increased.

d. An alternate track for certification of candidates in shortage areas should be established to encourage applicants with liberal arts and professional backgrounds to consider teaching.

e. A statewide placement system is needed to assure adequate distribution of certified teachers to all areas of the state.

The percentage of Oregon college-bound high school seniors planning to major in education (7.5%) is 50 percent higher than the national average.[19] The number of Oregon student teachers has increased 12 percent from 1982-83 to 1984-85, from 1597 to 1791. The number of student teachers in advanced math jumped from 35 to 94 in this period and the number in physical science rose from 12 to 26. The number in handicapped learner increased from 87 to 125.[20] In addition, a large number of experienced teachers added the basic math endorsement to their teaching certificates. In the opinion of most college

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[19]Source: College Entrance Examination Board, Profiles of College-Bound Seniors Who Took the Scholastic Aptitude Tests, 1982 and 1985.

[20]Source: Registration of Student Teachers, TSPC, 1982-1985.

placement officers, this flurry of activity is, in part, a result of the news about impending teacher shortages, especially in math, science, and special education.[21]

Reciprocity involves two-way exchanges of teachers with other states. At this time, the Commission does not have authority to enter into such agreements.[22] But maintaining a flow of applicants into Oregon does not require reciprocity if certain conditions were improved, such as national availability of the basic skills test and a more convenient way to demonstrate knowledge of the subject matter in the candidate's teaching field. If the Commission were to establish scores on the NTE Core Battery in communication skills and general knowledge that would be acceptable in lieu of the CBEST scores, applicants could take the tests at 500 test centers in 50 states, Puerto Rico, the District of Columbia, Canada, Mexico, and U.S. territories.[23] This would greatly assist the younger teacher and the minority teacher who may be unable to come to Oregon or California for the CBEST administrations.

Similarly, if general knowledge of the field of endorsement could be demonstrated through NTE Specialty Tests, out-of-state applicants may more easily demonstrate their competence than through the conventional transcripts and supporting documents from college registrars. Out-of-state applicants with five years' of public school teaching can currently satisfy all professional course requirements on the basis of successful teaching experience.[24] Thus, school districts could recruit such candidates who had demonstrated competence in basic skills and subject matter on tests with full confidence that the candidates would be certifiable in Oregon. Districts now

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[21]Source: Telephone Survey of Education Placement Officers in Oregon Colleges and Universities, Summer 1985.

[22]See Oregon Revised Statute 342.400.

[23]Educational Testing Service, NTE Programs: 1985-86, Bulletin of Information (Princeton, NJ: ETS, 1985), pp. 20-21 and 40.

[24]See OAR 584-38-005(8).

complain that they can not compete for these candidates due to uncertainties about their certification should they choose to come to Oregon.[25]

Many experienced teachers that are temporarily in the reserve pool have been reluctant to reinstate their certificates because they felt that there were no teaching jobs. News of an impending shortage has encouraged numbers of them to inquire about reinstatement. Informing such persons about the volunteer program for a portion of the reinstatement requirement might further encourage their serious consideration of returning to teaching.[26] Colleges and universities, as well as school districts, might be encouraged to offer workshops and seminars on a regional basis to assist these persons in acquiring the necessary credits to reinstate their certificates.

The Commission is currently considering an alternate track for certifying candidates with liberal arts and professional backgrounds using similar testing procedures as proposed above for out-of-state candidates.[27] While the experience of New Jersey and California is brief with similar certification tracks, the quality of applicants has been high. This route does not appear in other states to be a big producer of teachers, but it does provide a positive response to those urging greater diversification of backgrounds in the teaching ranks.[28]

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[25]TSPC, "Responses from September 1985 Survey of School Districts on Filling Teaching Vacancies," a report to the TSPC in December 1985.

[26]Source: Telephone calls received by TSPC; see OAR 584-50-017; source: TSPC Telephone Survey of Education Placement Officers, Summer 1985.

[27]Following a hearing on September 25, 1985, OAR 584-42-075, Interim Teaching Certificate, was adopted on December 6, 1985. Renewal requirements are set forth in OAR 584-48-063.

[28]Robert Braun, "State Recruiting Teachers at Prestigious Colleges" Newark Star-Ledger, May 26, 1985; Robert Braun, "Teacher Test Results Back Validity of Alternate Route into Profession" The Newark Star-Ledger, August 4, 1985.

Teachers gravitate toward urban areas, and rural areas are usually the first to feel the pinch of a teacher shortage.[29] But in recent years, fewer than half of the graduates of Oregon colleges and universities have been placed in public school positions in September following commencement.[30] Many of these candidates might relocate if they had timely information on the vacancies in the state. In 1983 the Oregon Legislature required that districts post all notices of open positions with the State Employment Division.[31] The Commission could assist graduates and out-of-state candidates by referring them to the Employment Division instead of recommending that they contact districts directly.

2. Fitness and competence to serve as an educator should be demonstrated in three contexts to provide sufficient assurances of quality:

   a. Knowledge of subject matter and competence in basic skills should be assessed on behalf of the Commission. Ethical behavior should also be determined by the Commission through police identification records.

   b. The college or university that prepared the candidate should recommend the individual as having the personal and academic qualifications needed to serve as a teacher.

   c. The teacher and administrator that assisted in the individual's education should attest to his or her competence in a field setting. The district that employs a beginning teacher assumes a special responsibility to evaluate the individual's competence and readiness for continuing certification.

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[29]Source: TSPC, "Responses from September 1985 Survey of School Districts on Filling Vacancies."

[30]Source: Registration of Student Teachers, TSPC Salem, OR, 1973-1985.

[31]See ORS 657.710, Free Public Employment Offices; Public Agencies to Provide Information on Job Vacancies.

The emphasis here is on "assurance of quality" since the school districts that have employed recent graduates seem relatively well pleased with the competence of today's beginning teachers. But as the size of the applicant pool shrinks, districts fear that the quality of candidates available to them will decline also.[32]

Three points of assessment are recommended: prior to and during student teaching, during the first year of teaching, and prior to the granting of permanent status by the employing school district. Candidates who are weak in basic skills or knowledge of subject matter should not be permitted to begin student teaching. As the number of 18-22 year olds declines and the pressures to retain enrollments increases, greater surveillance of the quality of candidates for student teaching may be needed.[33] Approximately one-third of the total professional preparation which teachers receive is gained through the student teaching experience. Under current procedures, institutions permit nearly everyone who has satisfactory grades in professional and subject matter courses to attempt student teaching.[34] Faculty identify early, however, those candidates who are likely to succeed in student teaching and those who will have difficulty.

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[32]TSPC, Survey of Beginning Teachers; TSPC, "Reasons for Changing Employers in the Second Year of Teaching;" TSPC, "Response from September 1985 Survey of School Districts on Filling Positions."

[33]Jean Evangelauf, "Panel Analyzes Education Graduates' College Transcripts, Finds Week Grounding in Liberal Arts," The Chronicle of Higher Education, June 26, 1985, p. 11; source: A sample of transcripts for 105 beginning teachers was analyzed. These teachers applied for certification between June and August 1985. Seventy-five were graduates from Oregon-approved institutions and 30 were graduates from out-of-state institutions. Five from Oregon institutions had SAT verbal scores below 399 and two had SAT math scores below 399. (SAT scores were not available for out-of-state applicants.) Five in-state and four out-of-state applicates had cumulative GPAs at or slightly above 2.0.

[34]Gosman, Quality in Teacher Education, p. 8; Gary Sykes, Teacher Preparation and the Teacher Workforce: Problems and Prospects for the 80s (Washington, DC: National Institute for Education, 1981.

A disproportionate amount of resources is devoted to assisting weak candidates to survive in student teaching and insufficient resources are devoted to assisting more capable candidates to realize their maximum potential as prospective teachers.[35] While tests of basic skills in subject matter can not predict who will be a successful student teacher, they do sort out individuals who would not be successful student teachers due to inadequate basic skills or insufficient knowledge of subject matter.

In addition to the evidence of competence, good character, and institutional endorsement at the outset of student teaching, the candidate's competence should be assessed in the field by the cooperating district prior to the conclusion of student teaching.

School districts report to the Commission that a few students have been recommended for certification that were not successful in student teaching. New standards require that the institution have a procedure for resolving difference of opinion regarding this issue, but the criteria and procedures for determining successful completion of student teaching are not uniform.[36] The Commission should require that evaluations of student teaching be done on a standardized format. The district should report directly to the Commission that the candidate has been successful in student teaching. Such assessment should be conducted by an administrator using district procedures for probationary personnel.

3. The Commission should issue a limited certificate for the first license and should require districts to verify successful performance on the job prior to issuing a Basic Teaching Certificate.

A second level of evaluation should be conducted during the first year of teaching. Under the current procedures, the Commission issues a Basic

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[35]Source: Interviews with college supervisors of student teaching and cooperating public school teachers during TSPC site evaluations.

[36]See OAR 584-15-070, Practicum.

Teaching Certificate to individuals who complete an approved program and in many instances no further preparation or evaluation is required to continue that certificate if eight months of continuous teaching are completed during the life of the certificate. Some states are establishing evaluation procedures for teachers during their first year and are providing additional assistance through state-level funding.[37] In 1985, such a proposal was considered by the Oregon Legislature, but funding became a major deterrent to the adoption of such a plan.[38]

One step toward improving the induction of beginning teachers would be for the Commission to issue an Initial Teaching Certificate that could be used for substituting and, upon notification of employment by an Oregon school district, for one-year as a full-time teacher. Since many beginning teachers work their way into districts by first substituting and then filling vacancies as they become available, this certificate would permit three years of substituting. It would also permit a district to recommend an individual for a second full-time year of teaching should that be necessary.

One purpose for having districts notify the Commission of intent to employ a beginning teacher is to provide earlier notification to the Commission of the location of beginning teachers. Currently, such information is not available to the Commission until after the 1st of February. The second purpose would be to assure that the district has appropriately assigned the beginning teacher and has plan for assistance for him or her. Studies of the needs of beginning teachers indicate that some districts do a fine job of providing assistance and orientation, but others do not. Since beginning teachers do

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[37] NASDTEC, Manual on Certification, Section O.

[38] Source: Transcript of the House Education Committee Work Session, May 16, 1985

HB 2466 would have provided school districts approximately $2,000 per beginning teacher from general fund monies for additional assistance and supervision. This program was estimated to cost $1.7 million in the first biennium. The House Education Committee believed that such funds would not be available in 1985.

not have experience in planning lessons and acquiring instructional materials within the district's operating procedures, a small amount of assistance can make a significant improvement in a beginning teacher's performance.[39] Another purpose for the notification would be to provide a list of candidates for seminars and workshops during the year that could be sponsored by teacher education institutions in the region. Since the colleges or universities do not now know when beginning teachers are in their areas, either from Oregon institutions or from out of state, this information would be useful.[40]

The employing district would recommend the candidate for a Basic Teaching Certificate upon successful completion of the entry year. That certificate would function essentially as it does now, except that secondary teachers would not be required to complete a fifth year of college.

4. The Commission should eliminate the fifth-year requirement for high school teachers and should establish a continuing professional development requirement for all teachers, specialists and administrators.

One of the features of the current requirements for Oregon certification is that the initial certificate does not include all of the preparation necessary for full professional service to public schools. Subsequent to issuance of the initial certificate, an additional year of preparation was intended for teachers and approximately one-half year of additional preparation was

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[39] Betsy Clewett, Review of Related Research (Eugene, OR: Oregon Association of Colleges for Teacher Education, 1984); Simon Veenman, "Perceived Problems of Beginning Teachers," Review of Educational Research, Summer 1984, pp 143-178.

[40] OSU/WOSC, Quality Assurance Program: A Progress Report on the Warranty of First-Year Teachers (Corvallis, OR: June 1985), p. 6.

Based upon one year's experience with the teacher warranty program, Robert Barr concluded that "there is almost unanimous agreement that the warranty program services are 'too little and far too late' to be particularly effective." Early identification of placements of beginning teachers would enable assistance programs to start at the beginning of the teacher's first year.

intended for administrators and personnel specialists earning standard certificates. Over the years a number of amendments have been made in this procedure and inequities have resulted.[41]

For example, a teacher assigned to general science in ninth grade in a high school is required to have a standard certificate as well as an endorsement in biology or integrated science. That preparation would consist of approximately 60 hours of undergraduate preparation in science and a minimum of 15 hours of graduate preparation in science. A teacher in a ninth grade in a middle school, on the other hand, could renew a basic certificate that would include only the undergraduate preparation. A teacher with an elementary certificate, perhaps including only 9 to 12 quarter hours of science in total, could also fill such a position without any additional preparation. The current requirements on misassignments would permit a teacher prepared in another field to instruct in this class in general science one or two periods a day without any specific preparation.

One option for the Commission would be to require any person who teaches ninth grade science to have completed an integrated science or biology endorsement. Minimum requirements for these endorsements are 45 quarter hours. If the endorsement and the standard certificate were both required of an elementary teacher so assigned in a middle school, as much as two years of additional preparation might be required.

The second option would be to have broad, general endorsements. Some states certify secondary teachers without reference to the subject area. This was the practice in Oregon prior to 1965. Some states even permit teachers with

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[41]Prior to the effective date of the current certification system, October 15, 1965, ORS 342.135 was amended to exclude elementary teachers in self-contained classrooms from the requirement of a fifth year of college. In 1981, ORS 342.125 was amended to exclude middle school and junior high school teachers with departmental assignments from the required fifth year.

standard certificates to teach at any grade level without respect to the original field of preparation.[42]

The recommended alternative is that all teachers be required to hold endorsements for all assignments. Endorsements would be at two levels. One for grades 5 to 9 in elementary, middle or junior high schools and a second, higher level for high school instruction. It is also recommended that all persons holding a basic certificate be required to complete 120 clock hours or six quarter hours of continuing professional development activities for each renewal of the certificate. The additional preparation could consist of workshops and seminars conducted by the district or formal courses sponsored by an approved teacher education institution.

A Standard Teaching Certificate would be issued upon verification that the employing school district had awarded the individual permanent status in the position. Renewal of the Standard Certificate would also require 120 clock hours of continuing professional development or six quarter hours of additional preparation.[43] The need for continuing development is illustrated by the changes that have occurred in the 25 years since the current certification requirements were enacted. Many of the problems and

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[42] NASDTEC, Manual of Certification, Section B.

[43] The amount of continued professional development (CPD) required for renewal of a standard certificate is the same as the amount required to move from a basic to a standard certificate, but a significant difference exists in these requirements. Following the initial year of teaching, a district would plan with the teacher the 120 clock hours or six quarter hours of preparation required for a standard certificate. Such a plan would take into consideration the teacher's strengths and weaknesses as documented through observation and evaluation required by ORS 342.850. Verification of completion of the CPD plan would be provided by college transcripts of courses or district records of participation in workshops or seminars.

Educators holding standard certificates, on the other hand, would plan their own CPD to keep abreast of educational changes and to strengthen professional competencies. They would keep a record of their CPD activities and would report them to TSPC at the next renewal. The concept of having educations assume responsibility for planning and initiating their own professional development is consistent with practices in other professions.

opportunities of education in the 1980s were not envisioned when these certification requirements were established in 1959 and 1961. Problems associated with the disintegration of the family unit were less severe in most Oregon communities at that time. The challenges of the space age and the computer revolution were only faintly on the horizon. Many findings of science and medicine that are commonplace today had not been conceived.

If the additional subject matter preparation now in standard certificate programs were deleted, the content distribution requirements in undergraduate programs should be relaxed. The Standards for Program Approval limit subject matter to one-third of a baccalaureate program, normally 62 quarter hours out of a 186 quarter hour program.[44] By insisting that institutions hold closely to this formula, and by forbidding them to exceed the limits of a four-year undergraduate program leading to the Basic Teaching Certificate, the Commission has been perceived as opposing higher quality preparation or stronger teaching majors. In light of efforts of the Holmes Group Consortium to experiment with five-year teacher education programs and the expressed interest of other institutions to extend their programs into one or two summer sessions, the Commission should accommodate other models of preparation.[45]

LIST OF CHANGES NEEDED TO IMPLEMENT RECOMMENDATIONS

1. Basic skills testing

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[44]See OAR 584-15-055, Curriculum Content for Undergraduate Programs.

[45]The Holmes Group Consortium, consisting of the deans from 28 research universities, which include The University of Oregon, has proposed that prospective teachers complete a four-year liberal arts curriculum with a major in an academic subject normally taught in elementary or secondary schools. Professional preparation would occur at the master's-degree level and would include an extended internship.

a. Continue to require CBEST scores for initial certification of out-of-state-prepared teachers, specialists, and administrators.

b. Require passing scores for admission to student teaching at Oregon institutions.

c. Require passing scores for admission to the final practicum prior to recommendation for initial personnel service or administrator certification.

d. Establish passing scores on NTE core battery tests that would be accepted in lieu of CBEST passing scores either for out-of-state applicants or for Oregon graduates.

2. Establish subject matter tests (NTE specialty tests, for example) and set two levels of passing scores, one for middle and junior high school departmentalized assignments and one for high school assignments.

   a. Require passing scores for beginning student teaching at a given grade level.

   b. Require passing scores for initial certification of out-of-state prepared applicants.

   c. Accept passing scores in lieu of course work for adding subject matter endorsements, but also require evidence of successful teaching in the new field.

   d. Accept passing scores in lieu of course work for subject matter endorsements as a part of an alternate track to teacher certification.

3. Revise list of subject matter endorsements in Divisions 38, 40, 44 and 46 as follows:

   a. Create an endorsement in early childhood education to be added to elementary endorsements for assignments in preprimary and kindergarten.

   b. Amend the elementary endorsement to be valid only for grades one to nine in self-contained classrooms.

   c. Require subject matter endorsements (Level One or Level Two test scores) for all departmentalized assignments in elementary, middle, or junior high schools in grades 5-9.

   d. Require subject matter endorsements (Level Two test scores) for all assignments in high school.

   e. Combine existing speech and drama endorsements and label the new endorsement "speech communications."

   f. Add preparation in journalism to the requirements for the language arts endorsement and extend the language arts endorsement authorization to include assignments in journalism. Abolish the separate endorsement in journalism. Certify experienced journalists under Certificate of Accomplishment procedures.

   g. Issue certificates for trade and industrial and distributive education only as special vocational certificates.

   h. Approve programs for and issue endorsements in only French, German and Spanish. Certify in other foreign languages through Certificate of Accomplishment procedures.

i. Abolish the endorsements in integrated science and physics (combined), and certify only in biology/general science and chemistry/physics/general science.

j. Abolish the language arts/social studies endorsement.

k. Establish only Level Two test scores for special education endorsements and require these scores for all assignments from preprimary through grade 12.

l. Eliminate the severely handicapped learner endorsement, but strengthen preparation in the handicapped learner endorsement to better address the severely handicapped and the handicapped adolescent.

m. Certify special education teachers without requiring subject matter endorsements in addition to special education endorsements.

n. Amend the rules on assignments to authorize classroom teachers to provide academic and career guidance. Certified counselor would continue to provide academic and career guidance as well as personal and family counseling. Delete the two-year teaching requirement for counselors who have completed a one-year, full-time internship in a public school as a part of their counselor preparation.

o. Delete the supervisor endorsement and issue only administrator certificates for positions requiring supervision and evaluation of certified personnel.

p. Eliminate the vice principal endorsement and issue only an administrator certificate for positions requiring supervision and evaluation of certified personnel.

q. The list of endorsements in Division 38 and 40 as modified above would be:

Elementary (Score at Level Two only)

Subject Matter (Scores at Levels One and Two)

Agriculture	Language Arts
Art	Basic Math
Biology/General Science	Advanced Math
Business Education	Music
Early Childhood	Physical Education
Educational Media	Reading
Foreign Language (French, German, Spanish)	Physics/Chemistry/General Science
Health Education*	Social Studies
Home Economics	Speech Communications
Industrial Arts	

Special Education (Scores at Level Two only)

Handicapped Learner	Speech Impaired
Hearing Impaired	Visually Impaired*

*No NTE Specialty Tests are currently available in these fields.

r. The list of endorsements in Division 44 as modified above would be:

(Scores at Level Two only)

Counselor	School Psychologist*

*No NTE Specialty Test is currently available in this field.

s. The list of endorsements in Division 46 as modified above would be:

Administrator (Level One Score)
Superintendent (Level Two Score)

t. Assignments permitted under the amended list of endorsements would be:

Assignment	Endorsement(s) Required
Preprimary - kindergarten	Elementary Endorsement plus Early Childhood Endorsement
Grades 1-9 self-contained	Elementary Endorsement
Grades 5-9 in departmentalized elementary, middle, or junior high school	Elementary Endorsement plus Level One subject matter endorsement(s) appropriate for each assignment(s) OR Level One or Level Two subject matter endorsement(s) appropriate for each assignment(s). Secondary teachers must hold at least one Level Two subject matter endorsement.
Grades 9-12 in a high school	Level Two subject matter endorsements appropriate for each assignment(s)

4. Increase requirements for student teaching and for final practicum for personnel service and administrative certification.

a. Require candidates to apply for certificates authorizing placement in public schools. Applications would include CBEST scores, subject matter or specialty test scores, recommendation from preparing college or university and a signed statement on convictions.

b. Establish uniform criteria for selecting student teaching and final practicum placements, and systematic procedures for supervision and specific criteria for evaluation of student teachers, specialists, and administrators.

c. Require a district report on success in student teaching or practicum as a part of the application for initial certification.

d. Systematically audit student teaching and final practicum placements on-site as one facet of approval of college and university programs.

5. Issue an Initial Teaching Certificate to graduates of Oregon or out-of-state approved programs.

a. Make the Initial Teaching Certificate valid for three years of substitute teaching. Upon notification by an Oregon school district of intent to hire the person as a first-year teacher, authorize such teaching for one year.

b. If the employing district verified one year of successful teaching experience, a Basic Teaching Certificate would be issued.

c. If the candidate does not obtain a full-time position during the three-year period, a regular Substitute Teaching Certificate would be issued upon expiration of the Initial Teaching Certificate.

d. If the candidate does not obtain a full-time position during the three-year period, the Initial Teaching Certificate could be reinstated, making it again valid to accept a first-year position, if the candidate has completed nine quarter hours of additional student teaching or practicum. An Initial Certificate could also be extended to authorize a second year of teaching on the Initial Certificate if the employing district believes that the candidate would be able to demonstrate sufficient skills, knowledge, and competencies for Basic Certification in the course of a second year of teaching.

6. Issue Basic Teaching Certificates to those who successfuly complete an initial full-time year of teaching.

   a. Require district to determine that the first year was successful based upon state- and district-approved procedures for evaluating probationary teachers.

   b. Require a plan for continuing professional development of the teacher consisting of 120 clock hours or six quarter hours of additional preparation. The plan would be jointly developed by the employing district and the teacher. The planned development program could consist of district-sponsored in-service programs or courses offered by an approved teacher education institution or some combination of both.

      Note: Legislation would be necessary to require any additional preparation beyond the Basic Teaching Certificate for elementary, middle, or junior high school teachers.

   c. The Basic Certificate would be renewed upon completion of the planned program.

d. A Standard Certificate would be issued upon verification of completion of the planned program and awarding of permanent status by the employing school district.

e. If permanent status has not been granted by an employing school district, subsequent renewals of the Basic Certificate would be based upon one year of successful experience and 120 clock hours or six quarter hours of continuing professional development. Candidates who have not had successful experience could renew the Basic on completion of nine additional hours of preparation germane to the certificate and endorsements.

7. Continuing professional development requirements should be added to all certificates that may be renewed upon one year of successful experience. One hundred twenty clock hours of planned workshops or seminars would be equated to six quarter hours of additional preparation. Individuals would, upon receipt of a certificate that is renewable on experience, prepare a plan for self-improvement. At the next renewal of their certificate, they would submit a copy of the plan for improvement together with a list of the continued professional development activities completed during the life of the current certificate. Candidates would retain registration information for the activities until the current certificate had been renewed in the event the Commission requested such information.

   Note: Legislation would be necessary to require any additional preparation beyond the Basic Teaching Certificate for elementary, middle or junior high school teachers.

8. Establish an alternate track for certification of liberal arts graduates not prepared in teacher preparation programs.

a. Candidates would be required to demonstrate basic skills and subject matter knowledge through tests such as CBEST and the NTE specialty tests.

b. Districts would verify that they would provide a program of professional development during each of the first three years of employment.

c. Such certificates would be issued only in fields with teacher shortages.

d. The Commission should establish a systematic procedure for following up on the effectiveness of such applicants.

e. Basic Teaching Certificates would be issued when the candidate has completed the professional test in the NTE Core Battery with a satisfactory score and has been granted permanent status by the employing district.

9. Amend the standards regarding approved programs to:

a. Remove the limits on the distribution of curriculum and the overall length of programs.

b. Increase the surveillance of student teaching and final practica to assure that minimum competencies have been demonstrated by candidates.

c. Require that field experience, simulated experience or observations be integrated with each professional course.

d. Require institutions to make a comprehensive evaluation of each candidate prior to recommendation for certification.

10. Revise the procedures for reporting misassignments to include:

    a. Require districts to submit misassignment reports by building and to attach a copy of the schedule of classes for that building.

    b. Require the teachers to hold the appropriate endorsement for each assignment as outlined in section 3 above.

    c. Authorize the Executive Secretary to permit continued misassignments without additional preparation, in accordance with 584-50-055, when the demographic characteristics of the district, the size of the student body, the number of certified personnel and the educational practices of the school warrant. Districts would be required to provide evidence that the curricular objectives of the building are being met with the assignment pattern that is reported with such misassignments. The Commission could monitor any misassignments approved under this rule and receive reports in a manner similar to the reports received on waivers of academic or experience requirements granted by the Executive Secretary.

EPILOGUE

One question that the national reports do not address is why reform efforts should recur in the 1980s. The reports state their reason to be is the deteriorating condition of public schools and the low quality of prospective teachers. John Goodlad, however, stated that public schools haven't changed much in the past 25 years.[46] The organizational structure of schools today is essentially what existed at the beginning of the twentieth century. Robert D.

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[46]John Goodlad, A Place Called School: Prospects for the Future (New York: McGraw-Hill, 1983).

North reviewed various test scores for college students going back from 1958 to 1935 and found that prospective teachers ranked below other professionals in his comparison on every measure.[47] In 1950, only 21 states required elementary teachers to have baccalaureate degrees, and only 42 states required secondary teachers to have baccalaureate degrees.[48] Test scores of public school students and prospective teachers, that had declined through most of the 1970s, have been rising in the 1980s.[49]

Why, then, would the The Nation at Risk begin with the observation "that while we can take justifiable pride in what our schools and colleges have historically accomplished and contributed to the United States and the well-being of its people, the educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a Nation and a people"?[50] Or why would The Conditions of Teaching: A State by State Analysis conclude that "Never before in the nation's history has the caliber of those entering the teaching profession been as low as it is today"?[51]

Perhaps part of the answer is that hyperbole tends to be characteristic of reform literature. But more significant is the marked shift in public opinion

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[47]Robert D. North, "The Teacher Education Student: How Does He Compare Academically With Other College Students," in The Education of Teachers: New Perspectives (Washington, DC: National Commission on Teacher Education and Professional Standards, 1958), pp. 278-285.

[48]Robert Woellner, "Current Practices in Professional and Subject Matter Preparation: Facts About Current Teacher Certification Requirements," in The Education of Teachers: New Perspectives, (Washington, DC: National Commisssion on Teacher Education and Professional Standards, 1958), pp. 311-316; W. E. Armstrong and T. M. Stinnett, A Manual on Certification Requirements for School Personnel in the United States, (Washington, DC: National Education Association, 1964).

[49]Laurence Stedman and Carl F. Kaestle, "The Test Score Decline is Over: Now What?" Phi Delta Kappan, November 1985, pp. 204-210.

[50]The National Commission, The Nation at Risk, p. 5.

[51]Feistritzer, The Condition of Teaching, p. 112.

toward more conservative values. This shift is illustrated by the popular support of the political, economic, social and educational policies of the Reagan Administration. The thrust of these conservative policies can be compared to earlier educational reforms.

Since the middle of the nineteenth century, public attention in America has periodically focused on reforming education. Reforms have often occurred in times of war, depression and rapid social or industrial changes. Usually proposed reforms reflect a shift in attitudes about an "ideal" education.

American education has been deeply influenced by European traditions with roots in Renaissance humanism. Until the middle of the nineteenth century our colleges and secondary schools subscribed almost totally to this tradition, teaching only the common core of the seven classic liberal arts to the small minority of youth with high social status and high academic ability.[52]

Reformers in this conservative, classical tradition view an "ideal" education as centered on the subject matter and skills that have been the traditional hallmarks of educated persons. They emphasize: basic skills of communication; a core curriculum for all students; high academic standards; "hard" courses in humanities, sciences, and foreign languages; strict high school graduation requirements; and stiff college entrance requirements.

C. H. Edson has noted the similarity between recommendation of the Committee of Ten (1893) and the National Commission on Excellence in Teacher Education (1983). Both groups urged adoption of a core curriculum; prescribed the number of years of study to be required in English, social studies, science, mathematics, and foreign language; and advocated a rigorous, competitive course of study primarily geared to the college bound.[53]

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[52]Carroll Atkinson and Eugene Maleska, The Story of Education (Philadelphia, Chilton Books, 1965), p. 161.

[53]C. H. Edson, "Latest Educational 'Reforms' Ring a 19th Century Bell," Oregon Elementary School Principal, Winter 1985, pp. 7-9.

An alternative tradition has also been powerful in American education with roots in the tenets of John Locke (1632-1704). It emphasizes individual differences and the development of the maximum capacities of each individual, whether scholarly, artistic, or vocational. This tradition has been supported by the self-assertive spirit of frontier democracy and the rugged individualism of traditional capitalistism. But not until the Morrill Act (1862), which provided for land grant colleges, did this view penetrate higher education, leading to a break with the classics and the offering of practical courses in public colleges and universities.[54]

Reformers in this liberal, progressive tradition view an "ideal" education as centered on the individual. They stress experiential learning and practical applications of knowledge. They campaign for equal educational opportunity, open enrollment, a pragmatic curriculum, elective courses, socialization of students, field experiences, individualized programs and vocational education.[55] These concepts are similar to educational reforms proposed by John Dewey early in this century. Many of these concepts enjoyed broad support in the 1970s, but are unacceptable to reformers in the 1980s.

The Nation at Risk is the third wave of reform to capture the attention of the American public since the Korean conflict. In the late 1950s, curriculum revisions were launched by the National Science Foundation in science and mathematics. James Conant's book, The American High School, added impetus to the movement by drawing national attention to the conditions in public education. The launch of Sputnik raised national concern about America's competitive edge in science and defense. Jerome Bruner's book, A Process of Education, provided theoretical underpinnings for curriculum revision based on the structure of academic disciplines. James Conant's book, The Education of American Teachers, set forth a number of recommendations for increasing the

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[54]Atkinson and Maleska, The Story of Education, pp. 71, 161 and 303.

[55]The Study Commission on Undergraduate Education and the Education of Teachers, Teacher Education in the United States: The Responsibility Gap (Lincoln: University of Nebraska, 1976).

rigor in teacher education. Some are very similar to recommendations of the 1980s.

The reform efforts of the 1970s, on the other hand, resulted in educational changes quite different from those proposed by reformers of today. Significant changes in schools had been legislated or judicially-mandated to achieve equal educational opportunity. Changes in the national demographic, social, and political configurations of youth increased polarization among special interest groups. Public confidence in education was weakened by student protests and widespread lawlessness. Charles Silberman's phrase "crisis in the classroom" reached a mass audience already critical of the schools.[56]

Silberman characterized schools as "joyless, obsessed with order, silence and lack of motion . . . intellectually stultifying prisons rather than places of joy and discovery."[57] Numerous research studies and ten national commissions examined "the youth problem" and called for breaking down barriers that separated youth from society. A panel chaired by James Coleman concluded, in Youth: Transition to Adulthood, that "the school system, as now constituted, offers an incomplete context for the accomplishment of many facets of maturation."[58] High schools, it was reported, had become "social aging vats."

The similarities between reforms of the 1960s and those recommended today give us insight into the perspective of reformers in the 1980s. The similarities do not suggest that history repeats itself or that reforms are unnecessary in the 1980s because similar proposals did not succeed two decades ago. Many things have changed in education and the nation in the last quarter century.

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[56]David Haselkorn, "Rhetoric and Reform: High School Reform in the Post-Conant." remarks before the History of Education Society Annual Meeting, October 15, 1982, ERIC Document.

[57]Cited by Haselkorn,"Rhetoric and Reform."

[58]Ibid.

In Oregon, for example, the following conditions affect education today in ways that it was not affected in the 1960s:

1. The pool of 18-24 year olds is shrinking rather than increasing, and competition for college freshmen from this pool has greatly intensified.

2. Federal assistance for college students and for the institutions they are attending is decreasing rather than increasing. Middle class students find it increasingly difficult to finance their college educations.

3. Women and minorities have many more job opportunities, in addition to teaching, than they had in the 1960s.

4. School districts have gone through severe reductions in force in the last decade. In the 1960s, school employment had been growing for a decade.

5. School district budgets have failed in the wake of escalating property taxes, and school districts have been forced to close in mid-year.

6. Teachers are permitted to bargain their wage agreements, whereas in the 1960s they could only confer and consult with employing districts. School closures and schools staffed by substitutes have resulted from teacher strikes.

7. The number of minority students and the variety of ethnic and linguistic backgrounds have increased in the past decade.

8. Computers have become increasingly commonplace and their applications to education are numerous.

9. Oregon's economy has become more diversified as demands for wood products, cattle, and farm products have declined. Recovery from the national recession in the late 1970s and early 1980s has been slow compared to the rate of recovery in other regions of the nation. Recently, the largest growth of jobs in the state has been in the service

sector. Large federal deficits and high interest rates hamper the once vigorous lumber and plywood industries.

10. Reform proposals of the 1980s focus on increasing the effectiveness of personnel rather than increasing the quality of curriculum materials as proposed in the 1960s. Reformers in the 1960s acted as though curriculum materials could be made teacher proof.

11. Theories of personnel management have changed as a result of the Japanese success with quality circles and participatory management. More attention is being given to the qualify of the environment in the work place and to workers' satisfaction with their achievements.

12. Warning signs have appeared that professionals in occupations other than education are experiencing losses of confidence in application of scientific procedures to humanistic problems. Greater attention is now being given to ethical development in programs that prepare these professionals.

13. The public appears to have less confidence in the ability of colleges and universities to assure high quality preparation in general studies and liberals arts majors. In the 1960s college departments of math, science, English, history and foreign languages were the primary resources for curriculum reform. Today, there are recommendations to test graduates' knowledge of basic skills and subject matter before they are licensed as teachers.

14. Grades earned in education courses are perceived by the public to have been inflated and to be unreliable indicators of a candidate's true abilities as a teacher. In the 1960s, educators and the public had greater confidence in national accreditation of teacher education and in the approved program approach to teacher education than now exists.

In analyzing the many proposals for improving education now before us, it is important to recognize four characteristics of reform movements:

1. The rhetoric of prior reform movements is usually broader than the reforms implemented. Of the educational reforms initiated, only a few have lasting impact on schools.

2. Publications that attempt to set educational problems in perspective seldom receive the media attention given to the original broadside.

3. Educational conditions in the United States vary widely. Rhetoric of reform often includes generalizations based on specific problems of certain regions or states.

4. The education in the United States is a large, complex enterprise that responds very slowly to calls for change.

In looking back over reforms of the past 25 years, it is necessary to recognize the limited extent to which recommended changes were implemented. The Nation at Risk reflected on the reforms of the 1960s and reported: "We have even squandered gains in student achievement made in the wake of the Sputnik challenge. Moreover, we have dismantled essential support systems which helped make those gains possible."[59] On the other hand, The Nation at Risk criticized the changes that had occurred in the 1970s stating that "secondary school curricula have been homogenized, diluted, and diffused" and that the resulting "curricular smorgasbord . . . explains a great deal about where we find ourselves today."[60] Paul Copperman, cited in The Nation at Risk, blames declines in test scores on the open education movement and on a breakdown in authority relations in the 1970s. He criticized the

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[59]National Commission, The Nation at Risk, p. 5.

Evidence for this conclusion was a study of high school transcripts that compared students' records from 27 high schools in the late 1960s with a national sample in the late 1970s. Critics of this study, however, contend that the two groups were not comparable and the differences in academic courses taken were small and sometimes favored the latter group. A more recent study that involved nationally representative samples showed increases, not decreases, in academic course enrollments in the 1970s.

[60]Ibid, p. 18.

"undisciplined counter-culture approach recommended by Kohl and other of his ilk" and claimed that it was "current educational policy to give children a great deal of freedom in deciding what, how and even whether they study."[61]

In fact, however, the reforms of neither decade were as far reaching as the supporters and critics suggest. Even though the curricular changes of the 1960s were heavily supported by the National Science Foundation (NSF) and other major educational and professional associations, their impact on public schools was minimal. Between 1954 and 1975, NSF spent slightly more than 177 million dollars to fund 53 separate projects.[62] Several national corporations created educational subsidiaries that produced and sold textbooks and teaching aids based on the new curriculum. In addition, funds were provided for reform of social studies and English curricula. But in 1978, an NSF-funded survey found that just over one-half of the school districts sampled were using one or more of the NSF materials in grades seven through twelve. No single project's materials were in use in more than 25 percent of the school districts surveyed. District use of the majority of the science curricula ran between 10 and 12 percent.[63]

Adoptions of the new math and social studies curricula were less frequent. In 1977, no federally funded math curriculum was in use in more than five percent of the districts surveyed.[64] Other reform efforts of the 1960s had little impact on the way teaching occurs. Instructional television, audiovisual aids, team teaching, modular scheduling, programmed learning, and language laboratories, all heralded as innovations that would transform teaching, are largely gone.

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[61]Cited in Stedman and Kaestle, "The Test Score Decline is Over," p. 207.

[62]Haselkorn, "Rhetoric and Reform," p. 5.

[63]Ibid, p. 6.

[64]Ibid, p. 6.

If the impact of the reforms of the 1960s was minimal, the impact of reforms in the 1970s was infinitesimal. In 1973, Silberman observed that there had been some shift toward open classrooms, but he added that "the classrooms I am talking about constitute a small handful."[65] John Holt, another advocate of the open classroom, observed in 1976 that "many of these innovations were dying or dead soon after [Silberman's] book came out . . . . Most of these lasted only a few years." He concluded that "there never was much 'open education.'" Citing a study of Minnesota schools, Holt suggested that less than one percent of the nation's children were in open classrooms.[66]

Second, educational problems are often overstated, but attempts to set the issues in perspective are overlooked. Lawrence Stedman and Carl Kaestle stated that The Nation at Risk should have reported the rising tide of test scores, not "the rising tide of mediocrity" given the fact that the test score decline ended sometime in the late 1970s and steady increases in scores of all kinds characterize the 1980s.[67] Governor Thomas Keen's criticism of teacher education in New Jersey, that colleges failed to have a common core of professional courses, made headlines nationally. Ken Carlson's explanation that institutions in New Jersey all incorporated the content of state certification and program approval requirements, but not necessarily with identical course titles, received little notice.[68]

Third, most educational problems are more intense in certain regions or certain teaching fields. With regard to the impending teacher shortage, New York City, Houston and Los Angeles are already reporting startling shortages of certified teachers. But Boston and the States of Washington and Alaska

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[65]Charles Silberman, Ed, The Open Classroom Reader (New York: Vintage Books, 1973), p. xvii.

[66]John Holt, Instead of Education (New York: E. P. Dutton, 1976), p. 140. Cited in Steadman and Kestle, p. 208.

[67]Stedman and Kastle, "The Test Score Decline is Over," p. 204.

[68]Ken Carlson, "The Teacher Certification Struggle in New Jersey," paper prepared for the National Commission on Excellence in Teacher Education, ERIC Document Ed 250 315.

report that they neither have now, nor anticipate in the near future, any general shortages of teachers. Teachers in New England lost one-fourth of their salaries to inflation from 1972 to 1982, and teachers' losses nationwide averaged 12 percent during this period. But teachers gained purchasing power in Hawaii, Wyoming, Oregon, New Mexico, Utah, Kentucky, Oklahoma, and Alaska.[69] In 1982, Oregon's high school seniors intending to major in education scored 25 points lower on verbal and 47 points lower on math than the average of U.S. seniors in all fields. But those scores were still 23 points higher on verbal and 8 points higher on math than the average of South Carolina's seniors in all fields.[70]

Finally, education's slowness to change is illustrated by the findings reported above by Goodlad and by the results of NSF curriculum projects. Unlike a skiff that is swept about by ocean winds and currents, education is like a super tanker, affected by them, but only slightly diverted.[71] Teachers' unions, colleges of education, state education agencies, and professional organizations are frequently blamed for having vested interests in the status quo and, thus, resisting change. Legislators and government officials are particularly critical of the glacial speed of comprehensive educational change. Recent evidence suggests that most lasting educational changes occur when individual schools and their faculties work together with local constituencies in improvement of education. Changes also occur when very specific objectives are set for national intervention in education such as Chapter I or Headstart programs.[72]

In the current reform movement, several Governors, state superintendents of public instruction and/or state legislatures have attempted to speed up

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[69]Feistrizer, The Condition of Teaching, p. 47.

[70]Ibid, p. 90.

[71]Carl Kastle, "Education Reform and the Swinging Pendulum," Phi Delta Kappan, February 1985, pp. 422-423.

[72]Benjamin Stickney and Lawrence Marcus, "Education and the Disadvantaged 20 Years Later," Phi Delta Kappan, April 1985, pp. 559-564.

changes, usually over the objections of the education community. Critics of such intervention state that politicians have seen reform issues as an opportunity to strengthen their popular support. There is no doubt that the reforms of Governor Thomas Keen in New Jersey helped in his bid for reelection in 1985. Bill Honig, California Superintendent of Public Instruction, and State Senator Gary Hart have benefited politically from strong stands on teacher reform. Politicians, on the other hand, argue that strong action is necessary to deal with vested interests. Shortly after the publication of The Nation at Risk Secretary of Education, T. H. Bell, speaking at Michigan State University, stated that politicians and legislatures needed to "do violence to the status quo at the grass roots level."[73]

There is a critical lack of consensus among the various segments of education in nearly all states on what improvments are needed in education.[74] Educational organizations are created and maintained for differences, not cooperation. Colleges and universities compete for state funds, prestige, community support, distinguished faculty and outstanding students. Teachers' unions view administrators and school boards as adversaries. Organizations of school administrators often side with school boards' associations, but have differences on a number of issues. Faculties in colleges and universities have greater loyalty to professional organizations within their disciplines than they do to their employing institutions or to the general needs of elementary and secondary schools within the state.

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[73]T. H. Bell, "Some Thoughts on a Strategy for Attaining Excellence in American Education," speech delivered at Michigan State University upon presentation of award to Institute on Research on Teaching, May 13, 1983, p. 11, ERIC Document 231 827.

[74]TSPC conducted a survey of opinions on 27 recommendations for reforming teacher education during the summer of 1985. Responses were solicited from the deans and directors of Oregon teacher education programs, from samples of public school teachers and administrators and from Commissioners themselves. The results showed little agreement either within groups or among groups on the 27 recommendations. These data were reported to TSPC on September 26-27, 1985.

Building of consensus about an "ideal" education for the 1990s is essential if the rhetoric of the 1980s is to result in substantive educational reform. A window of opportunity has been opened with the publication of The Nation at Risk and other reform studies, but if the past is indicative, that opportunity will be short lived.

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ABSTRACT

This paper reviews the various recommendations for improving teacher education in the United States and compares them to educational conditions in Oregon. Recommendations are made to the Oregon Teacher Standards and Practices Commission in four areas: supply of new teachers, assurance of quality of teacher candidates, induction of new teachers into public schools, and continued competence of employed educators. Other changes may be needed in the way public schools in Oregon are financed and teachers are compensated, but no recommendations are made on reforms such as raising teachers' salaries, creating career ladders in teaching, offering merit pay, or providing loans for college students planning careers in education. Changes in these areas are outside the jurisdiction of the Commission.